



COUNTY OF SAN DIEGO

PLANNING REPORT

BOARD OF SUPERVISORS

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First District

DIANNE JACOB
Second District

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Third District

RON ROBERTS
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Fifth District

DATE: May 11, 2005

TO: Board of Supervisors

SUBJECT: GENERAL PLAN 2020: NON-RESIDENTIAL LAND USES AND SPECIAL STUDY AREA UPDATE (District: All)

SUMMARY:

Overview

General Plan 2020 is a comprehensive update of the San Diego County General Plan, establishing future growth and development patterns for the unincorporated areas of the County. The purpose of this hearing is to review proposed General Plan revisions regarding non-residential land uses, particularly commercial and industrial uses, and the special study areas identified on the residential land use distribution maps.

Approval of revisions to non-residential land uses and special study areas will complete the land use distribution maps and allow for work to proceed on additional phases of the project, including updating the regional road network (Circulation Element) and other regional elements (Land Use, Housing, Conservation, Open Space, Safety, Noise, and Public Facilities), as well as the Community/Subregional plans and the Draft Environmental Impact Report. All products submitted for review during this hearing are subject to further refinements and to future review by the Board of Supervisors as part of a complete package of General Plan 2020 products.

Recommendation(s)

PLANNING COMMISSION

1. Endorse the following products:
 - Commercial-Industrial Planning Criteria
 - Revised Land Use Framework
 - Planning Commission Recommendations on Land Use Map Revisions

CHIEF ADMINISTRATIVE OFFICER

1. Accept the February 2005 revisions to the Land Use Framework regarding non-residential land uses.
2. Accept the proposed Planning Criteria as the basis for commercial and industrial land use decisions.

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3. Accept the Baseline May 2005 map, which reflects revisions made as a result of the Commercial-Industrial update process and revisions to the special study areas, for the preparation of the General Plan 2020 Environmental Impact Report.
4. Direct staff to continue its work resolving the two outstanding special study areas (Ramona Town Center and Fallbrook Campus Park).
5. Direct staff to incorporate non-residential land use map revisions from the Baseline May 2005 into Board Alternative Map.

Fiscal Impact

N/A

Business Impact Statement

Updating the non-residential land uses in the General Plan should assist the business community by ensuring that sufficient and appropriately located land is available for commercial, office, and industrial land uses, based on projected community demand and economic development goals.

Advisory Board Statement

All adopted positions of the Steering Committee, Interest Group, and Community Planning or Sponsor Group are integrated into the relevant sections of this report.

BACKGROUND:

PROJECT PURPOSE AND HISTORY

General Plan 2020 (GP2020) is a comprehensive update of the San Diego County General Plan, establishing future growth and development policies for the unincorporated areas of the County. The plan update, which includes comprehensive revisions of all eight elements (Land Use, Circulation, Housing, Conservation, Open Space, Safety, Noise, and Public Facilities), is intended to balance projected population growth with housing, employment, infrastructure, and resource protection needs. Once adopted, the General Plan will establish the amount, intensity, and location of future development, as well as contain other policies that govern the physical development of the unincorporated County.

RECENT GP2020 BOARD OF SUPERVISORS HEARINGS

During the Board of Supervisors hearings of May 19 and June 16, 2004 (1), the Board of Supervisors voted to accept the direction of GP2020, accept the Residential Baseline Map, and create the Board Alternative Map for the purposes of the environmental impact analysis.

During the Board of Supervisors hearings of September 24 (1) and October 1, 2003 (4), the Board of Supervisors reviewed the August 2003 Working Copy Land Use Distribution map and

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staff recommendations on residential property referrals¹. The Board directed staff to return with groundwater and traffic impact analysis for eight land use scenarios.

On June 25, 2003 (1), the Board of Supervisors voted unanimously to accept the direction of GP2020, and to accept its Planning Concepts, Land Use Framework, Draft Goals and Policies, Statements of Legislative Intent, and regional maps (December 2002 Working Copy Structure map and December 2002 Working Copy Land Use Distribution map) for continued refinement and progress. In addition, the Board directed staff to evaluate a list of residential property referrals, and to return to the Board within 90 days with staff recommendations on property referrals – along with recommendations from the Planning Commission, Community Planning and Sponsor Groups, and affected property owners.

PURPOSE OF BOARD OF SUPERVISORS HEARING

The purpose of this hearing is to receive Board direction on commercial, industrial, and other non-residential land uses. This includes evaluation of staff recommendations on revised land use designations, planning criteria for commercial and industrial land uses, revisions to the land use distribution maps for non-residential uses, and completion of planning efforts for three of the five special study areas.

REGIONAL SUMMARY

With a proposed residential land use pattern established through previous actions by the Board of Supervisor, the focus of the General Plan 2020 project has been to update the non-residential land use pattern. Non-residential uses include commercial and employment uses, such as office and industrial space, as well as public and semi-public uses such as parks, public utilities, and dedicated open space. In planning for these uses, staff used both a regional and community-based approach to ensure there were sufficient lands for both local and countywide needs. Further, staff worked with Community Planning and Sponsor Groups, landowners, and other stakeholders to ensure that these uses were planned in balance with projected demand as well as community character, environmental constraints, and infrastructure availability. This planning process is described in more detail throughout this report.

The second major item for consideration is the special study areas. This item refers to five sites where detailed planning efforts have been ongoing. At the time of writing this letter, work on three of these areas has been completed – Campo/Lake Morena Town Center (Cameron Corners), Ramona Grasslands, and Valley Center Town Center. The two remaining special study areas – Fallbrook Campus Park and Ramona Town Center – remain works-in-progress. Following completion of the special study area planning and the non-residential use update, the regional land use map alternatives will be considered complete for the purposes of road network planning and environmental impact analysis. Detailed discussion of the individual special study areas is included in this report.

¹ For additional information on residential property referrals, see September 24, 2003 (1) staff report to the Board of Supervisors.

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Non-Residential Land Uses

Commercial-Industrial Uses

The primary focus of this item is the commercial and industrial land use update. These uses are important to County residents because they provide business and employment opportunities as well as provide the goods and services needed for everyday life. To address this need, staff has developed recommendations based on demand projections as well as taking into account the economic development goals and local conditions of individual communities. In general, staff analysis shows that the County has sufficient land available for commercial and industrial land uses for the unincorporated area as a whole, for each of the unincorporated County subareas (Backcountry, North County, and East County), and for most of the individual Community Planning Areas.

In addition to ensuring adequate supply, the location of commercial-industrial designated land is equally important. Therefore, proposed new uses have been planned to be consistent with the GP2020 Community Development Model (see Figure 1) and a series of planning criteria is proposed to guide decision-making on land use map revisions. In brief, commercial uses should be in locations where they support the development of distinct communities and not be located on isolated parcels, in areas where they contribute to an excessive strip commercial condition, or where the expansion of commercial uses could threaten the viability of existing commercial districts. Industrial uses, in contrast, should not be located at the center of a community but rather at the edge – close enough for convenient access but where impacts to residential neighborhoods are minimized.

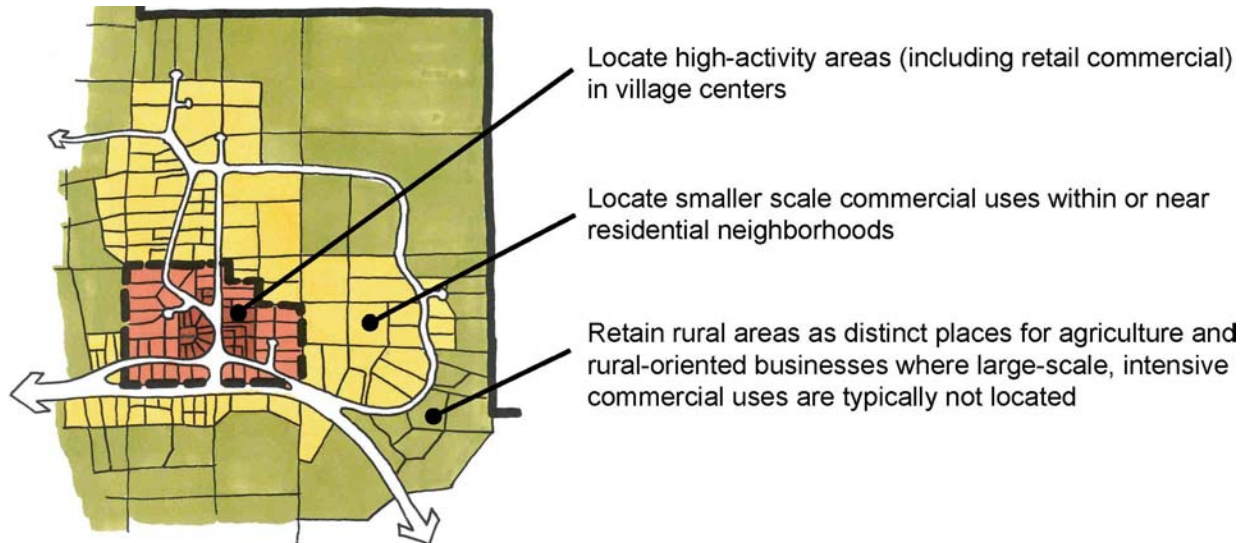


Figure 1: Community Development Model

Regional Land Use Pattern

In general, the highest intensities and largest acreages of commercial and industrial uses are located in the western portion of the unincorporated County, consistent with the residential land use pattern, and in those planning areas with large population bases (an exception is Borrego Springs where the large lot development pattern results in large acreages but low development

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intensities). Commercial uses are typically focused in the town center areas of existing communities (such as Alpine, Fallbrook, Julian, Ramona, and San Dieguito). In those areas with less defined centers (such as Bonsall, Jamul/Dulzura, Lakeside, Spring Valley, and Valle de Oro), commercial uses are typically focused in commercial nodes or districts located at major transportation linkages. The most significant increases in acreages designated for commercial use are in communities with larger projected population growth (Alpine, Lakeside) or where a new town center is planned (Valley Center).

Industrial uses, in contrast, do not have a direct relationship to population but rather are located in areas with a demonstrated need or ability to meet regional demand. For example, industrial districts are typically located in communities adjacent to major regional transportation networks or border crossings, such as Alpine, Lakeside, Spring Valley, Otay (East Otay Mesa), and Tecate. In planning for future uses, staff recognized that these communities should continue to be the focus of industrial uses in contrast to smaller, less accessible communities. In most cases, industrial uses are located at the edge of village areas, along a major transportation corridor.

The distribution of commercial and industrial planned acreages between the three subareas (Backcountry, North County, and East County) is shown in Table 1: Summary of Proposed Uses by subregion. Attachment B: Regional Maps, illustrates the land use distribution countywide.

Table 1: Summary of Proposed Uses by Subregion

	<i>GP2020 Land Use Designation</i>	<i>Backcountry Communities</i>	<i>North County Communities</i>	<i>East County Communities</i>	<i>Total Acreage</i>
Commercial	General Commercial	323	571	1,083	1,973
	Office Professional	32	138	92	261
	Neighborhood Commercial	0	66	69	135
	Rural Commercial	916	118	271	1,305
	Village Core Mixed Use	0	110	42	152
	COMMERCIAL SUBTOTAL	1,271	1,003	1,526	3,795
	Specific Plan Areas	88	165	508	761
	COMMERCIAL TOTAL	1,359	1,168	2,034	4,561
Industrial	Limited Impact Industrial	127	631	142	1,167
	Medium Impact Industrial	433	48	535	1,024
	High Impact Industrial	24	0	742	766
	INDUSTRIAL SUBTOTAL	584	679	1,689	2,956
	Specific Plan Areas	0	159	2,707	2,866
	INDUSTRIAL TOTAL	584	838	4,396	5,823
	TOTAL	1,943	2,006	6,430	10,379

*Note: All numbers are in gross acres and are rounded to the nearest whole number.
Source: County of San Diego*

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Public Process

All recommendations included in this report reflect public input received over the course of over 60 public meetings or workshops since October 2004 held by staff in conjunction with Community Planning and Sponsor Groups. These meetings were designed to share information with community members on demand projections, land use framework issues, and planning criteria for commercial and industrial land uses. Also, in July 2004, staff initiated town center planning workshops in Valley Center and Cameron Corners (located in the Campo/Lake Morena Community Plan Area). Staff also continued the town center planning process in Ramona, which is focused on both land use and design issues. Planning and Sponsor Group input, by community, is included as Attachment E: Community Summary, Map, and Matrix.

Advisory Group Meetings

Revisions to the GP2020 Land Use Framework, commercial-industrial needs analysis, and planning criteria used to guide the development of commercial-industrial maps were discussed at the September 25 and December 4, 2004 meetings of the Steering Committee and the January 25, 2005 meeting of the Interest Group Committee. Staff also presented information on Housing Element requirements to both advisory groups during this period.

Land Use Framework

The Land Use Framework defines the regional categories and land use designations that control the type and intensity of land uses for all properties in the unincorporated County. The Board of Supervisors previously endorsed the draft Framework, which was used to develop the Residential Baseline and Board Alternative Maps. At this time, staff is recommending revisions related to non-residential land uses, including commercial and industrial designation, as well as minor revisions to the Village Core residential designations intended to resolve inconsistencies with established zoning classifications.

When combined with previously endorsed land use designations, the recommended revisions to the Land Use Framework provide a complete set of residential and non-residential land use designations for GP2020. All land use designations are described in Attachment A: Land Use Framework. Commercial and industrial land use designations are also summarized below. Commercial and industrial land use designations were used during the recent mapping process, and all GP2020 land use designations are incorporated into community map revisions.

Proposed Commercial Land Use Designations

The complete set of GP2020 commercial designations are listed below, and combine existing, new, and eliminated land use designations. The only designation that has not been previously endorsed by the Board of Supervisors is the Village Core Mixed Use designation.

1. **C-1 General Commercial (existing).** This designation is intended for a wide range of commercial uses and building types, including uses that require large square footages (such as neighborhood or strip commercial centers). Because this designation is intended for more intensive commercial developments, development standards should be stringent enough to ensure compatibility with surrounding uses.

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2. **C-2 Office Professional (existing).** This designation is intended for office and administrative uses as well as limited commercial uses secondary to the office use.
3. **C-3 Neighborhood Commercial (existing).** This designation is intended for limited, small-scale retail commercial and service uses to meet the convenience needs of local residents. Development standards for this designation will restrict the scale of buildings and ensure compatibility with adjacent residential neighborhoods.
4. **C-4 Rural Commercial (new).** This designation is intended for small, rural communities or semi-rural and rural areas. This designation will offer greater flexibility for areas where potential land use conflicts are of less concern than in more densely populated communities. It would also allow for design and development standards responsive to rural community character. This designation would also allow for limited, small-scale commercial uses outside of village areas that serve surrounding rural uses and the traveling public.
5. **C-5 Village Core Mixed Use (new/proposed revision).** This designation is intended for town center development that reflects a pedestrian scale and orientation with retail uses encouraged at street level. It can be used for the implementation of comprehensive town center development or revitalization programs such as the Fallbrook Village Revitalization Plan. This designation allows a mixture of non-residential and residential development controlled by community-specific zoning.
6. **(14) Service Commercial (eliminated).** This designation was intended for non-retail commercial uses (such as wholesaling and warehousing) and light industrial uses. However, it resulted in land use conflicts by permitting a broad range of uses, some of which are incompatible. Furthermore, all uses permitted within Service Commercial are more appropriately accommodated by either the General Commercial or Medium Impact Industrial designation. See Attachment A: Land Use Framework for additional information on the following: (a) rationale for eliminating the Service Commercial designation, (b) guidance provided for re-mapping Service Commercial areas, and (c) information on new zones proposed that respond to ongoing needs for outdoor storage uses within the unincorporated County.
7. **(26) Visitor-Serving Commercial (eliminated).** This designation was intended for commercial uses targeted at the traveling public (for example, hotel/motel, food service, resorts). However, this designation did not allow for any uses not allowed in other commercial designations. Therefore, in application, there is no direct relationship between the designation and the actual uses developed. Visitor-Serving Commercial areas located in larger communities were re-designated General Commercial and lands in smaller communities or rural areas were re-designated Rural Commercial.

Proposed Industrial Land Use Designations

There are three proposed industrial land use designations – one existing and two proposed. The two proposed designations, Medium and High Impact Industrial, replace the existing General Impact Industrial designation. These designations, previously endorsed by the Planning Commission and Board of Supervisors, are listed below and described in greater detail in Attachment A: Land Use Framework.

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1. **I-1 Limited Impact Industrial (existing).** This designation provides for light manufacturing, processing, and assembly uses with few or low nuisance characteristics and/or environmental impacts. Other industrial activities, such as wholesaling and warehousing – as well as a mix of accessory retail, office, and institutional uses – are allowed within light industrial areas. All uses, with minor exceptions, are conducted within enclosed buildings.
2. **I-2 Medium Impact Industrial (new).** This designation provides for light industrial and heavy commercial uses requiring outdoor storage and activities. The addition of this designation allows for distinction between outdoor uses that have greater impacts (such as aggregate production) and uses with more limited impacts (such as outdoor storage of construction supplies).
3. **I-3 High Impact Industrial (new).** This designation provides for heavy industrial uses related to manufacturing, processing, and assembly activities. Outdoor activities are compatible with this designation.

The GP2020 industrial designations retain the County's ability to differentiate between enclosed uses and those requiring outdoor storage (Limited Impact requires enclosed uses while Medium and High Impact allow some outdoor uses). In addition, replacing the former General Impact Industrial designation with two designations provides more control of uses that exhibit different impacts or nuisance characteristics.

Special Purpose Land Use Designations

Special purpose designations include an expanded series of designations for public and semi-public uses, and they retain the Specific Plan Area designation for vested specific plans adopted prior to GP2020. Although most specialized designations were previously endorsed by the Planning Commission and Board of Supervisors for the GP2020 Land Use Framework, minor revisions are recommended that provide greater clarity to the intended use of public or open space lands that are currently grouped together under the (22) Public/Semi-Public and (23) National Forest/State Parks designations. These revisions are included in Attachment A: Land Use Framework.

PLANNING CRITERIA

Planning criteria provide a basis for making land use decisions within a general plan. To ensure a consistent approach, planning criteria were developed to guide staff and Community Planning or Sponsor Groups. The criteria are based on GP2020 goals and policies, which were developed by GP2020 advisory groups and endorsed by the Planning Commission and Board of Supervisors at previous hearings, as well as GP2020 project objectives.

Project Objectives

Commercial and industrial recommendations, along with the resolution of special study areas, are consistent with GP2020 objectives. Of the nine overall objectives, the following are particularly relevant to the non-residential map revisions:

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- **Objective 3: Reduce Public Costs.** Incorporating commercial and industrial lands into growing rural communities can help reduce traffic generated by residents driving to/from work and shopping facilities located outside their community.
- **Objective 6: Locate Growth Near Infrastructure, Services, and Jobs.** Most of the proposed commercial and industrial lands are located near existing infrastructure and water and/or sewer service lines.
- **Objective 7: Assign (Land Uses) Based on Characteristics of the Land.** Both physical and environmental constraints were considered when assigning commercial and industrial designations. In some cases, existing industrial designations were removed from floodways and floodplains.
- **Objective 8: Create a Model for Community Development.** This objective provides a central town center or rural village core surrounded by low-density development and very low-density greenbelts. The model also applies to commercial and industrial uses, and most commercial and Light or Medium Impact Industrial lands are located within villages.
- **Objective 9: Obtain a Broad Consensus.** Commercial and industrial recommendations were developed in conjunction with Community Planning and Sponsor Groups, and they seek to balance community preferences, landowner requests, and the need to retain land for agriculture and sensitive habitats.

Planning Criteria

Several general criteria were incorporated into the commercial and industrial mapping process. Whenever possible, land use maps protect existing legal commercial and industrial uses. In addition, existing commercial or industrial use designations will remain unless they significantly conflict with surrounding land uses or with community planning goals and preferences, or when a property owner requested a change. Modifications to existing General Plan designations were required when the designation itself was eliminated from the land use framework. Additional review was applied to proposals for new commercial and industrial lands. In those cases, the planning principles described below were used to determine staff recommendations.

While the planning criteria are intended to be flexible, land use proposals that are inconsistent with several mapping criteria were typically not incorporated into staff recommendations. Staff recommendations are shown in each community matrix in Attachment E: Community Summary, Map, and Matrix.

General Planning Criteria

1. **Compatibility with surrounding uses.** Surrounding land uses should be considered when applying new land use designations. That is particularly true for commercial and industrial land uses, which can be in conflict with a surrounding residential use or with rural character unless located in a manner that minimizes traffic, noise, and aesthetic impacts.

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2. **Compatibility with community character.** The amount and type of non-residential land use should be consistent with the general character of the community. For example, large acreages of General Commercial are not appropriate for small, rural communities, just as Rural Commercial lands are not appropriate for the main commercial centers of larger communities.
3. **Consistency with projected need.** The total acreage planned for non-residential lands should be consistent with identified needs within a particular market area, identified regional needs, or identified community economic development goals. This protects existing commercial districts, particularly town center areas, from competition and reduces the public cost of infrastructure improvements for an amount of commercial or industrial acreage greater than the market's ability to absorb.
4. **Supported by infrastructure.** Non-residential uses requiring sewer and water service and/or major traffic access must be located in areas with existing or planned infrastructure that is adequate to accommodate the planned uses.
5. **Sites without significant environmental constraints.** Environmentally constrained land—steep slopes, floodplains, wetlands, or sensitive habitats—is typically not compatible with intensive commercial or industrial uses.
6. **Recognize existing use.** An existing commercial use or commercial designations supported by the community should be considered for inclusion in the revised land use map. Exceptions were made for uses that are best addressed through zoning or where the continuation of the use is inconsistent with documented community goals. In addition, this principle was generally not applied in cases where the existing use is illegal.

Commercial-Specific Planning Criteria

1. **Locate within a village center area.** GP2020 focuses new development in existing communities. Also, the GP2020 community development model concentrates both residential and commercial development in villages or town centers. Centrally located commercial development will be convenient to most residents, will support the development of distinct communities, and will contribute to the vitality of village centers.
2. **Locate along, or with direct access to, a “Main Street” or major road.** Convenient access and visibility to traffic is critical to a successful commercial use. Therefore, commercial uses need to be located on primary roads and, ideally, on or near the community's “Main Street”. New commercial uses should not direct traffic through surrounding residential neighborhoods.
3. **Discourage strip commercial development.** Commercial development that is organized in a long linear fashion is not visually inviting, and it can create traffic problems on busy roads. Strip-style commercial development is not consistent with the community development model, and it is impossible to develop efficient shared parking patterns with this type of pattern. Finally, long strips of commercial development may not sustain retail activity due to over-development of competing businesses.

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4. **Protect viability of existing commercial areas.** The scale and location of new commercial uses should support and not detract from existing commercial areas. Although market competition or other forces may result in some closures of existing uses, new commercial areas should not create a substantial over-supply of commercial land or undermine existing commercial districts.

Industrial-Specific Planning Criteria

1. **Utilize large sites for industrial use.** Industrial use, particularly warehouse or manufacturing use, typically requires larger building footprints and large sites. Adequate land is also needed for screening and buffering with public roads and/or adjacent residential land. Large sites also help ensure the economic viability of industrial land, and industrial areas comprised mainly of small parcels substantially limit the development potential of sites designated for industrial use.
2. **Co-locate with like uses.** To minimize impacts from industrial uses, new industrial uses should be located in proximity to existing industrial uses. New industrial districts should be created only after careful examination of potential impacts to surrounding uses. High impact industrial uses, in particular, should be buffered with commercial or lighter industrial uses when located near residential areas.
3. **Proximity or direct access to major roads.** Industrial uses, particularly medium- to high-impact uses, need to be located where heavy trucks can access the site without impacts to surrounding neighborhoods and without requiring use of minor roads. Large-scale areas planned for light industrial uses also need direct access to major roads in order to provide access for employees and materials.

COMMERCIAL AND INDUSTRIAL MAP UPDATES

As part of the Commercial-Industrial update process, staff has worked with the Community Planning and Sponsor Groups, property owners, and other stakeholder groups to revise the Residential Baseline Map (Attachment B). The purpose of the map update is to identify the location and intensity of non-residential land uses. The map update process is described below. All staff recommendations, as well as property owner requests, Planning and Sponsor Group recommendations, and Planning Commission actions, are detailed in Attachment E: Community Summary, Map, and Matrix.

In brief, all recommendations are based on the GP2020 Land Use Framework and Planning Criteria defined in this report, along with the following information:

- **Needs Analysis:** Forecasts for commercial and industrial demand based on population forecasts for the Residential Baseline and Board Alternative maps.
- **Countywide Mapping Issues:** Technical and regulatory issues that emerged during the planning process.
- **Property Owner Requests:** Individual property owner requests for changes to commercial and industrial land uses.

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- **Community Outreach:** Community requests and preferences for commercial and industrial uses.

Needs Analysis

To ensure a sufficient supply of land is planned for future commercial, office, and industrial uses, the County retained Economics Research Associates (ERA) to prepare a “needs analysis”. This analysis estimates the amount of commercial, office, and industrial space that can be supported by local residents and employees (based on future projections). It is important to note that this analysis is not the equivalent of a detailed market study or economic development strategy, but rather, a guide to the demand created for commercial and employment uses in each Community Planning or Sponsor Group Area. A description of the methodology used in this needs analysis is included in Attachment C: ERA Needs Analysis Methodology. The complete ERA needs analysis, including all report assumptions and the methodology, is available for download on the GP2020 website².

The results of the ERA needs analysis are summarized in Table 2. Additional information for each Community Planning and Sponsor Group Area is included in Attachment D: Summary Tables and Attachment E: Community Summary, Map, and Matrix. In general, the needs analysis shows that the unincorporated County has a surplus of land planned for commercial and industrial uses to meet its projected need.

Table 2: Comparison of Land Demand with Planned Acreage

	<i>Projected Demand in acres</i>	<i>Existing General Plan</i>		<i>Proposed General Plan (Baseline May 05)</i>	
		<i>Acres</i>	<i>Surplus/ (Deficit)</i>	<i>Acres</i>	<i>Surplus/ (Deficit)</i>
Commercial	1,398	3,484	2,086	4,283	2,885
Industrial	1,018	5,676	4,658	5,818	4,800
Office	364	365	1	307	(57)

Note: All numbers are in gross acres and are rounded to the nearest whole number.

Source: Economics Research Associates (ERA); County of San Diego

It is important to note that figures in Table 2 reflect a number of assumptions made by ERA, based on information such as past development trends, local consumer purchasing data, and countywide average standards of employment density. These assumptions are defined within the report. Also important to note is that the analysis includes all lands designated for commercial, office, or industrial use, whether or not the land is currently developed or may not be available for use within the planning period. For example, in Lakeside a large area designated for industrial use will not be available until excavation and reclamation efforts are completed. However, the figures do include conservative floor area and net-to-gross ratios to account for

² <http://www.sdcounty.ca.gov/cnty/cntydepts/landuse/planning/GP2020/index.html>

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developable land lost to site constraints, public land exactions, and development inefficiencies. An adjusted ratio was used for Lakeside that accounts for greater constraint issues.

Finally, there are many important and valid reasons to plan for some surplus or deficit of commercial, office, or industrial uses in a Community Planning and Sponsor Group Area. For each area, staff worked with the Planning or Sponsor Group and other local groups and property owners to determine an appropriate amount of commercial, office, or industrial acreage. For example, some communities such as Crest/Dehesa/Harbison Canyon/Granite Hills, Cuyamaca, Jacumba, or Pala-Pauma do not have large enough populations to support development of commercial or industrial uses. In contrast, other communities such as Fallbrook, Lakeside, or Otay are either well located to absorb regional demand or have unique local conditions and economic development strategies that create unique local demands not effectively captured in the ERA needs analysis.

It is also important to emphasize that the ERA needs analysis only focused on employment categories that use commercial, industrial, or office space. Not all employment opportunities fit into these categories. Examples of employment categories not completely accounted for in the needs analysis include agriculture, construction, transportation and public utilities, and service industries. Also not included are Tribal gaming facilities (significant employment generators) or employment opportunities in incorporated cities.

Finally, although staff has incorporated the need for office uses in the commercial-industrial update, office uses typically occur in both commercial and industrial districts. Although the Land Use Framework includes an office-specific land use designation (Office Professional), the majority of these uses still occur in other designations, where they are also permitted. For the purposes of this update, staff is confident that a significant amount of land is planned for office uses.

Countywide Mapping Issues

Determining the Appropriate Tool

The General Plan is intended to be broad in scope and is best suited to determine the general type and intensity of land use for a given area. However, because of the broad scope of the plan, zoning is used to provide more detailed information on permitted or restricted uses at a smaller scale. Because the General Plan permits a wide range of uses within each designation, it is not always the most appropriate tool for regulating specific or specialized uses or for addressing isolated commercial or industrial uses in semi-rural or rural residential areas. Therefore, staff has sought to seek a balance between requests for changes to a General Plan designation and the need to use the most appropriate tool to regulate or allow for a particular use. These tools include:

- General Plan Land Use Designation
- Zoning
- Use Permit

In brief, a General Plan designation has been used to identify large areas intended to have common uses and is typically the least effective mechanism to address unique characteristics of a

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particular business or property. A zoning classification provides more detailed regulation and is the most appropriate tool to permit uses that are compatible with the overall character of an area without permitting a wide range of similar but more impactful uses. An example of this is a small-scale convenience retail use in a semi-rural residential area. Also, a zoning change allows some flexibility, but rezones still must be compatible with the general plan designation. Finally, the Use Permit provides the greatest amount of control over specialized uses without providing blanket permission for developing properties with a broad range of uses. This process also allows the County to specify development standards tailored to the proposed use – which can often benefit both the community and the property owner by not applying standards that are intended for other uses. Use permits are preferred for isolated or unique businesses in semi-rural or rural residential areas or event types of uses.

Many non-residential uses are best addressed through a zoning or use permit process. That is particularly true in semi-rural and rural areas where it is difficult to predict the location of future businesses that support agriculture or tourism-related activities. In these cases, it is not appropriate to site small areas of commercial use on a general plan map.

Zoning Compatibility/New Zones

Although GP2020 is a General Plan update, it is important to consider how zoning tools will be used to implement plan policies. Planning and Sponsor Groups and property owners, concerned about which uses will be permitted or restricted in a given area, requested that staff prepare zoning-level information to help clarify what uses will be permitted in each general plan designation. Also, the revisions proposed for the land use designations will require new zoning categories or revisions to existing zoning categories to properly implement the new policy direction. In response, Attachment A: Land Use Framework contains preliminary information on typical uses and compatible zones. It also provides a brief description of the new zones that will be developed for GP2020.

Existing and Non-Conforming Uses

Throughout the unincorporated County, there are properties with established non-residential uses that are inconsistent with Community Planning or Sponsor Group preferences and with planning principles or policies developed for GP2020. Several issues emerged in regard to these properties, including the following:

1. **Existing nonconforming use.** Some properties with an existing non-residential use that is inconsistent with existing regulations (i.e. a nonconforming use) were re-designated to bring them into conformance, but only when doing so was consistent with GP2020 planning principles and with community preferences.
2. **Commercial zone inconsistent with the general plan.** Some properties have a zoning category that allows a non-residential use, but the zoning category itself is not consistent with the general plan designation. In most cases, these properties were re-designated so that the zoning would be in conformance with the General Plan, provided that the designation is consistent with GP2020 planning principles and community preferences. If changing the general plan designation was not appropriate, a rezone will be needed during GP2020 implementation.

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3. **Creating a nonconforming use.** In very limited cases, it was necessary to create a nonconforming use to meet a clearly defined community preference. Existing regulations allow the use to continue, provided the business remains active and expansions are limited.
4. **Use permits.** Zoning regulations allow many non-residential uses “by-right” or with a use permit. As noted earlier, the use permit is recommended for isolated commercial uses in semi-rural and rural areas. Permits allow the existing use to continue without a general plan amendment.

Forest Conservation Initiative Lands

The Forest Conservation Initiative (FCI) affects commercial use in communities such as Alpine, Palomar, and Descanso. Because County Counsel determined that no commercial general plan designation, outside of Country Towns, is consistent with the FCI language, staff did not apply commercial designations in areas covered by the FCI overlay.

Tribal Gaming

San Diego County is home to eight operating casinos located on Tribal lands. Although casinos attract outside visitors, which could increase local demand for commercial land, they also provide alternative sites for commercial use such as restaurants and retail operations that could absorb local demand. ERA provided some information on casino-driven development by identifying three types of uses associated with casino gaming:

- **Intercept Development.** The potential for uses that seek to ‘intercept’ passing-through traffic is low because most repeat visitors are from the San Diego region and use convenience stops less than visitors from other regions.
- **Accommodations Development.** Although many San Diego County casinos developed on-site hotels, non-Tribal landowners could meet some of the demand with moderate hotel and motel development. However, significant constraints, including infrastructure availability, restrict any potential accommodations development.
- **Destination Development.** Destination development in remote locations is difficult to sustain, and smaller scale developments such as golf courses are typically developed with a casino, leaving limited opportunities for competing private development. Also, significant constraints limit the types and scale of any destination-type development.

Although there is the appearance of a commercial opportunity near reservation lands with casinos, a closer inspection shows that commercial development of this sort is not necessarily sustainable in the long-term. In response, staff in general does not recommend applying commercial designations in the general plan to off-reservation properties simply due to proximity to casino traffic.

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Environmental Constraints

Environmental constraints were carefully considered when planning commercial and industrial land uses. Constrained areas, such as floodplains, wetlands, steep slopes, and sensitive habitats, were typically not considered for new commercial and industrial use. A particular concern is industrial land uses in floodways and floodplain areas. Adding these uses in floodways and floodplains is also not consistent with existing or proposed policies that protect water resources and limit stormwater or hazard impacts. Because they are critical groundwater recharge areas, floodplains are not recommended for businesses that store or utilize hazardous materials.

A related issue is the substantial amount of environmentally constrained land currently designated for commercial or industrial uses. This is an issue in Lakeside, Ramona, and Valley Center where large areas of floodplain constraint have been historically developed for industrial uses, particularly for businesses with outdoor uses, such as extractive operations (aggregate production) and storage of construction equipment. Industrial uses in these constrained areas create conflicts with the protection of creek beds and groundwater recharge areas. In response, staff has examined each area on a case-by-case basis, redesignating land to low-density semi-rural uses where appropriate.

Planning Process

- **Community Outreach.** GP2020 staff conducted an extensive community outreach program with all Community Planning and Sponsor Groups. This program included town center planning workshops, subgroup meetings, and formal Community Planning and Sponsor Group meetings held within individual communities. Although this effort was an extension of the community-based effort conducted to revise the residential distribution map, it focused primarily on commercial and industrial uses.
- **Community Meetings and Workshops.** Since October 2004, staff presented and participated in over 60 community meetings and workshops. These included discussions at regular and special meetings of the Community Planning and Sponsor Groups as well as subcommittee meetings and public workshops. The primary purpose was to:
 - Inform Planning/Sponsor Groups and community members of proposed changes to the Land Use Framework, present the results of the ERA needs analysis, and discuss the process for updating commercial and industrial land uses.
 - Provide opportunities for the public and the Planning/Sponsor Groups to comment on commercial and industrial land uses, including property owner requests.

The results of these meetings are detailed in Attachment E: Community Summary, Map, and Matrix and are organized by subregion and community planning area and subarea.

- **Property Owner Requests.** An important component of the commercial-industrial land use update was the consideration of requests from individual property owners. While some requests were received and considered earlier in the GP2020 process, more requests were received as result of the public notice and community meetings. All requests were considered individually in relation to the needs analysis, planning criteria, and input from the relevant Community Planning and Sponsor Group. Requests are included in the

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community planning area and subarea summaries in Attachment E: Community Summary, Map, and Matrix.

- **Staff Review and Recommendations.** Following the community meetings and workshops, staff developed detailed, and regionally consistent recommendations for changes to the land use distribution maps for the entire unincorporated County. The results of this review are summarized in the Community Planning Area Map Revisions section of this report and detailed in Attachment E: Community Summary, Map, and Matrix.

SPECIAL STUDY AREAS

Town Center Planning

The communities of Valley Center, Ramona, and Campo/Lake Morena participated in a town center planning process as part of GP2020, and the results of these efforts are shown in Attachment E: Community Summary, Map, and Matrix (with the exception of the Ramona Town Center, which is still an on-going project). The purpose of these planning efforts is to create or revitalize central locations for retail, employment, and civic facilities. Promoting walkable, mixed-use town centers will also establish a sense of community and provide a variety of housing choices for local residents. Post GP2020, additional planning will be needed to develop appropriate zoning, design standards, and local road networks for town centers and villages.

Staff facilitated many public workshops during the past year – working with Planning and Sponsor Groups, property owners, and other stakeholders to produce land use plans that will serve each community’s future needs. Ramona residents participated in a town center “revitalization” process at the request of the community. Valley Center residents developed new land use and road network patterns for two compact villages. Residents of Campo/Lake Morena created plans for a village at Cameron Corners that combines a commercial core with open space and residential development.

Other Areas

Staff, in coordination with property owners, has developed a recommended land use distribution for the Ramona Grasslands Project area. While there is general agreement among most property owners, staff has been unable to reach consensus with the owners of the Davis/Eagle Ranch property. Staff is also still working with the owners of the Rancho Esquilago, with a final resolution expected in the near future. Per Board direction of April 2004, staff has held additional discussions or meetings with representatives of these two areas to attempt to reach agreement.

The Specific Plan area known as the Fallbrook Campus Park, located in Fallbrook, is another special area designated for further refinement during the update process. The site consists of several large parcels, now within different ownerships, and will consist of a campus or light industrial component as well as a range of residential types. Staff has been working with the owners and the Fallbrook Community Planning Group to ensure a coordinated planning effort is

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achieved. A special meeting of the Planning Group has been scheduled to discuss plan alternatives for the site, however it is scheduled too late for inclusion in this report.

Further detail on each communities planning effort is located in Attachment E: Community Summary, Map, and Matrix.

CONCLUSION

The Baseline May 2005 map, including updated Commercial and Industrial designations and special study areas, is based on Board-endorsed planning concepts and planning criteria developed specifically for this issue as well as detailed analysis of projected need, community recommendations, and property owner requests.

Next Steps

The Chief Administrative Officer requests that the Board of Supervisors accept the Baseline May 2005 land use distribution map, as well as the revised Land Use Framework and Commercial-Industrial Planning Criteria. If the Baseline May 2005 map is accepted by the Board of Supervisors, staff will incorporate those revisions made since the Board acceptance of the July 2005 Working Copy Map, as well as any Board-endorsed revisions to the Baseline May 2005 map, into the Board Alternative Map. Staff will then proceed with completion of the two remaining special study areas, Fallbrook Campus Park and the Ramona Town Center update, and preparing a road network in balance with the land use plan.

Once land use and road network maps are complete, staff will proceed with full development of GP2020 – Draft Regional Elements, Draft Community and Subregional Plans, and Draft Environmental Impact Report. Approved land use map refinements will be used to analyze potential impacts in the Environmental Impact Report. All products submitted for review during this hearing are subject to further refinements in response to issues identified in the road network planning and other future tasks and to future review by the Board of Supervisors as part of a complete package of GP2020 products.

Linkage to the County of San Diego's Strategic Plan

GP2020 is consistent with the County's Strategic Initiatives for Kids, the Environment, and Safe and Livable Communities. GP2020 attempts to accomplish Strategic Initiative goals by improving housing affordability, locating growth near infrastructure, services and jobs, assigning densities based on characteristics of the land (e.g. topography, habitats, and groundwater resources), and by creating a model for community development.

Respectfully submitted,

ROBERT R. COPPER

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Deputy Chief Administrative Officer

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cc: Planning Commission

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ATTACHMENT(S)

Attachment A:	Land Use Framework
Attachment B:	Regional Maps
Attachment C:	ERA Needs Analysis Methodology
Attachment D:	Summary Tables
Attachment E:	Community Summary, Map, and Matrix

Note: Attachments will be available to the public at the Board of Supervisor hearing, the Clerk of the Board of Supervisors office, the Department of Planning and Land Use, and the GP2020 website: <http://www.sdcounty.ca.gov/cnty/cntydepts/landuse/planning/GP2020/index.html>.

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AGENDA ITEM INFORMATION SHEET

CONCURRENCE(S)

COUNTY COUNSEL REVIEW	<input checked="" type="checkbox"/> Yes	
Written disclosure per County Charter §1000.1 required?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
GROUP/AGENCY FINANCE DIRECTOR	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
CHIEF FINANCIAL OFFICER	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
Requires Four Votes	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
GROUP/AGENCY INFORMATION TECHNOLOGY DIRECTOR	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
COUNTY TECHNOLOGY OFFICE	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
DEPARTMENT OF HUMAN RESOURCES	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A

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AGENDA ITEM INFORMATION SHEET
(continued)

PREVIOUS RELEVANT BOARD ACTIONS:

June 14, 2004 (1): The Board of Supervisors approved the April 2004 Residential Baseline Map and a second alternative Land Use Distribution map, entitled Board Alternative Map for environmental impact analysis.

October 1, 2003 (4): The Board of Supervisors accepted the August 2003 Working Copy Regional Structure and Land Use Distribution maps for continued refinement and progress, with changes to specific referrals located in District 2 and District 5 for traffic modeling.

October 1, 2003 (4): The Board also directed the CAO to evaluate several land use scenarios for traffic impacts which included the following: Existing General Plan; December 2002 Working Copy map (with corrections); August 2003 Working Copy map (with corrections); Board Referrals Scenario; Board Referrals Scenario with modified Rural Lands densities (this scenario applies 1 du/40 acres to all Rural Lands designated at 1 du/80 acres and 1 du/160 acres densities); Board Referrals Scenario with reversal of the Forest Conservation Initiative (FCI) land use designations (applies general plan designations that existed prior to the adoption of FCI to areas currently subject to FCI); and Board Referrals Scenario with inconsistent pipelined cases.

October 1, 2003 (4): The Board also directed the CAO to return with a complete package that will include equity mechanisms; a comprehensive groundwater study for Pine Valley and any other groundwater dependent areas and to correct any mapping errors.

September 24, 2003 (1): The Board of Supervisors took action as recommended by the Community Planning Group on Referral 110: Semi-Rural: one dwelling unit/10 acres (northern two parcels) and Rural Lands: one dwelling unit/40 acres (southern parcel); heard testimony on residential property referrals from North and East County Communities, and continued the hearing to October 1, 2003, to hear testimony on residential property referrals from the Backcountry Communities and those speaking to General Plan 2020 in general.

August 6, 2003 (3): The Board directed the CAO to process applications for Tentative Maps, Tentative Parcel Maps, Plan Amendment Authorizations, and Specific Plans submitted and deemed complete by the Department of Planning and Land Use on or before August 6, 2003 under the provisions of the current General Plan.

June 25, 2003 (1): Unanimous decision to support the direction of the General Plan 2020 project, and accept the following products for continued refinement and progress: General Plan 2020 Planning Concepts, Draft Regional Goals and Policies, Land Use Framework, Regional Structure Map, Regional Land Use Distribution Map, and Statements of Legislative Intent.

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June 25, 2003 (1): Directed the CAO to return to the Board on September 24, 2003 with a list of referrals along with recommended adjustments to the map that consider properties with infrastructure, properties next to transit, properties that could be annexed, properties adjacent to higher densities, and properties with an overriding public benefit. The map should include staff, Planning Commission, Planning Groups and property owners' recommendations, and include input received from the Steering Committee, Interest Group, Planning Groups and individuals. Information is to be provided in a matrix format.

June 25, 2003 (1): Directed the CAO to return to the Board in 30 days with a draft policy on pipelining and a review of the Interest Group membership issue.

June 25, 2003 (1): Directed CAO to refer development of the PDR, TDR and other equity mechanisms to the Interest Group, which should focus on broader infrastructure issues such as traffic, water, sewer, emergency services. Directed the CAO to return with recommendations for resolving the FCI issues, and to investigate the request by the Crest/Dehesa/Granite Hills/Harbison Canyon Planning Group to consider slope criteria for semi-rural designations as well as community-based design standards.

Progress reports accepted April 24, 2002 (3), January 16, 2002 (3), August 9, 2000 (11), May 10, 2000 (4), March 29, 2000 (6), December 15, 1999 (5), November 17, 1999 (7), June 30, 1999 (2), and February 17, 1999 (9).

September 26, 2001 (1): Directed the Interest Group to continue for the duration of the project.

May 23, 2001 (10): Directed concepts A, B, C and D be incorporated; authorized Interest Group work for additional 90 days; determined financial disclosures for Interest Group members are not required; directed focus on areas needing more attention (such as Ramona and Alpine); directed the appointment of two additional members to the Interest Group.

January 10, 2001 (1): Reaffirmed population targets and Regional Goals and Policies; endorsed Standards and directed additional Alternatives. November 1, 2000 (12), Approved amendment to Scope of Work and Consultant Contract. September 15, 1999 (8), Endorsed draft Regional Goals and Policies. August 12, 1998 (2), Approved and authorized Consultant Contract. December 10, 1997 (5), Approved Scope of Work.

BOARD POLICIES APPLICABLE:

N/A

BOARD POLICY STATEMENTS:

N/A

CONTRACT AND/OR REQUISITION NUMBER(S):

N/A

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